

REPORT ON SURVEY
OF
SHERIFF'S DEPARTMENT

March 1950

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OF
SHERIFF'S DEPARTMENT

March 1950

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March 31, 1950

The Honorable
Elmer E. Robinson, Mayor
City and County of San Francisco

Dear Mayor Robinson:

In accordance with your instructions the Administrative Assistant's division of your office has made a survey of the Sheriff's office for the purpose of determining the budgetary requirements of that department. This is in consonance with your intent as stated on page 7 of your 1949-50 budget message, which reads in part as follows: " * * * a thorough survey should be made of the needs of the Sheriff's department. This * * * is on the agenda of my budget staff during the coming year. After such survey has been made and proper classification determined by the Civil Service Commission, I then will consider the necessities and recognize the same in subsequent budgets."

We wish to acknowledge the courteous cooperation given us by Sheriff Daniel C. Murphy during this survey, as well as by Undersheriff William F. Hollingbery and all employees of the Sheriff's office. We were given full and free access to all divisions and records in the department, and all information requested was promptly furnished.

We also are indebted to Mr. Julian H. Alco, former member of the State Board of Prison Directors, who at our request reviewed the 1950-51 budget request of the Sheriff, and indicated his belief that the positions requested are necessary. Copy of Mr. Alco's comments thereon are appended to our report.

D REF 352.2 R2988

Report on survey of
Sheriff's Department.
1950.

A report on our survey follows. This is divided in two sections - the first containing a summary of our recommendations, which are discussed in detail in the second section. An organization chart is included, showing the proposed reorganization of the administrative section of the Sheriff's office.

This survey was the primary responsibility of Frederick F. Hicks, Administrative Technician, who was assisted by Thomas J. Rattigan, Accountant. These were under the direct supervision of George J. Grubb, Administrative Analyst.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "David E. Lewis".

David E. Lewis, C.P.A.
Administrative Assistant
to the Mayor

SUMMARY OF RECOMMENDATIONS

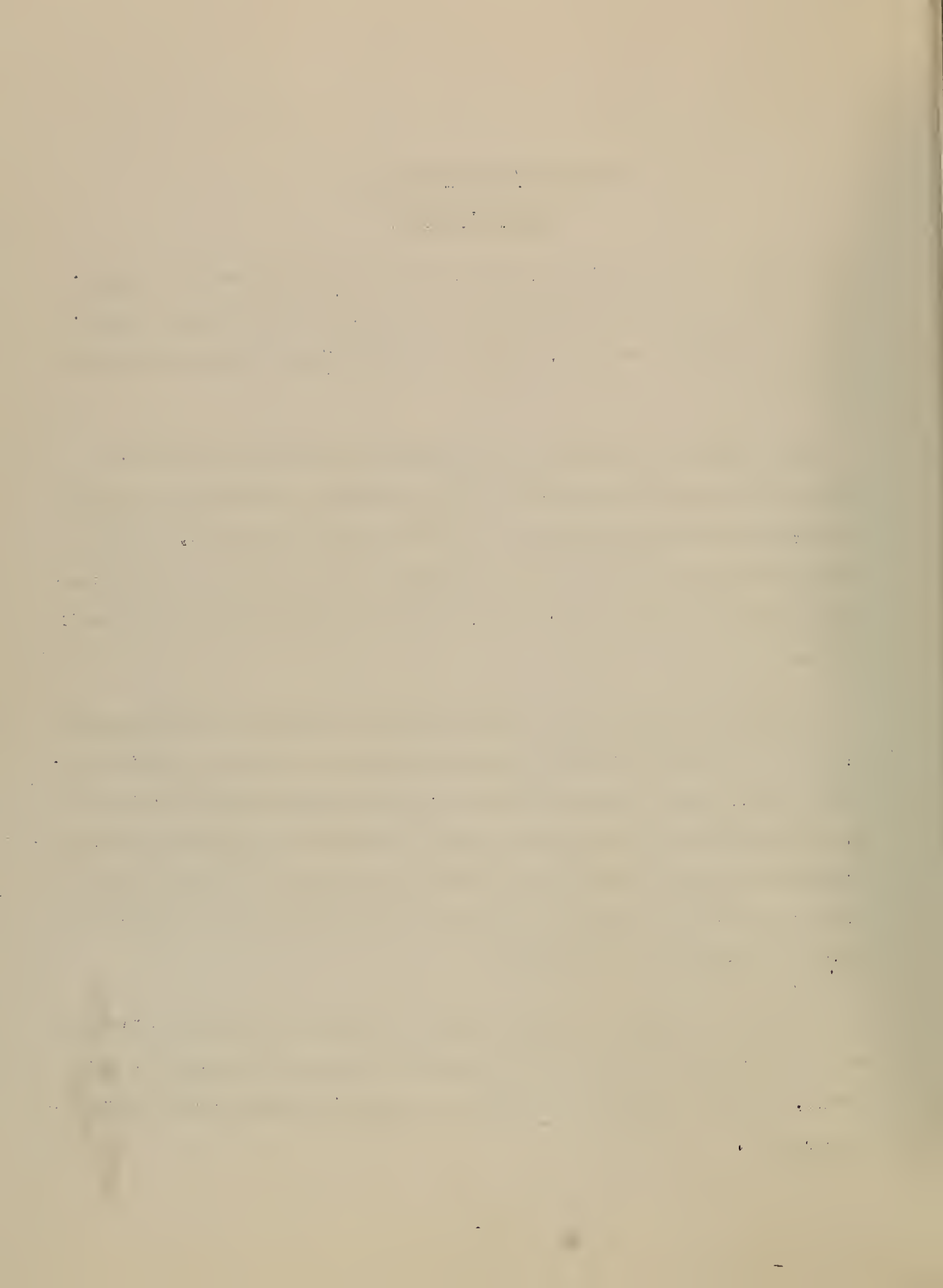
SHERIFF'S OFFICE

1. In our opinion, the administrative staff of the Sheriff's department is inadequate, and we recommend the establishment of a position on the level of Administrative Assistant - subject, of course, to classification by the Civil Service Commission.

This position is necessary for proper budget preparation and control of budget expenditures; the establishment and maintenance of adequate cost records; the establishment and maintenance of an adequate inventory control, which will complement and act as a guide to proper control of purchases; and to relieve the Sheriff and Undersheriff of much detail involved in administration of the Civil Division.

The need for adequate cost records is evident as applied to fees charged for services. We found that during 1948-49 fees collected for various services performed by the Sheriff's office amounted to only 42% of the permanent salaries of the Civil Division. The Controller's report on audit of the Sheriff's Transportation fund for the year ended June 30, 1949 states in part, "It is suggested that records be kept by the Sheriff to disclose the transportation costs chargeable to trips made by Sheriff's automobiles."

The need for adequate inventory records is pointed up by the fact that there was an overstocking of materials and supplies, over the normal inventory requirements, of \$11,000. This has been adjusted by reducing the 1950-51 budget request accordingly.



2. We recommend the establishment of the following positions in the Civil Division:

- 1 Law Clerk
- 1 General Clerk-Stenographer
- 1 General Clerk-Typist

Analysis of the activity in this division shows that the work load (total number of processes, papers and notices issued, filed and served) has increased 52.9% in the past 10 years. Personnel in this division has increased only 7.1% during the same period.

This has resulted in a back log of work in the office. Specifically, we found the task of disbursing monies from the Sheriff's Trust Fund from 30 to 60 days late; this despite the provisions of Section 26680 of the Government Code, which provide for damages if the Sheriff, on demand, neglects to pay such monies to the persons entitled to the same. Dissatisfaction prevalent with this condition is indicated by a letter from Union Credit Company dated February 13, 1950, copy of which is appended to this report as Exhibit A.

3. We recommend that 8 additional positions of Jailers (4 for each jail - 2 for day shift and 1 for each night shift) so that (1) security may be increased; (2) prison searches made more frequently; (3) regular personnel will be available for guarding felons at San Francisco Hospital; (4) replacement of permanent personnel by temporary and less experienced help during sick leave and vacation relief, etc., can be kept to a minimum and thus better year round security can be maintained. This is discussed in detail later in this report, which also contains a record of Jailer assignments.

4. We recommend that 2 of the 7 permanent positions of Keepers be changed as they become vacant from a permanent to "as needed" basis, and that the Permanent and Temporary Salaries accounts be budgeted accordingly.

An analysis of Keeper activities for the first 6 months of 1949 indicates that of the 7 positions of Keeper now budgeted under Permanent Salaries, 5 could handle 75% of the work. Further analysis of this situation is contained in pages 27 to 29 in the following detailed report.

5. We recommend the following reductions in the budget of the Sheriff's Office:

Overtime	\$ 3,000
Temporary Salaries, General	19,000
Materials and Supplies	11,000

These proposed reductions result from findings made during this survey. The first two are dependent upon recommendations hereinabove made regarding permanent personnel.

Materials and Supplies and Contractual Services

Following this review and a review of the past expenditures for materials and supplies and study of work load, a conference was held with the Undersheriff and budget estimate for 1950-51 arrived at.

A similar review was made and conference held with respect to the estimates for contractual services.

Recommendations have been submitted to the Sheriff's Office to rearrange desks and equipment for better work flow.

SHERIFF

FUNCTIONAL ORGANIZATION

PROPOSED

2-36
SHERIFF

3-84
UNDERSHERIFF

Administrative Assistant
Staff assistant to:
Maintain revenue and expenditure accounts
Maintain inventory records and controls
Develop information and statistics for annual budget
Prepare tentative budget
Analyze departmental operations and recommend thereon

2-23
Confidential Secretary

2-6
Sr. Atty.
Civil (PT)

1-360
Physician
(PT)

Hall of Justice
Jail #1
Capt. of Watch

To:
Carry out court orders in respect to imprisonment

Provide or arrange for transportation of felons to State institutions

Provide relief and assistance for Bailiffs at Hall of Justice and Juvenile Court

Jail #3
Head Jail Matron

To:
Carry out court orders in respect to imprisonment of women

Courts
Bailiffs

To:
Provide legally required attendance at all courts, including Municipal and Superior Courts & Detention Hosp.
Bailiffs maintain order in courts, guard prisoners, escort jurors, conduct prisoners from jail to court, conduct prisoners to State Institutions.
City Hall-19 Sup. Courts
Hall of Justice 8 Mun. Courts
3 Sup. Courts
4 Mun. Courts
Det. Hosp. 1 Sup. Court
Juv. Court 1 Sup. Court

Civil Division

Chief Clerk

To:
Receive, issue & serve processes, papers and notices
Receive and account for all monies for fees, commissions, mileage and attachments
Guard property under attachment
Provide for transportation of mental patients

Jail #2
Capt. of Watch

To:
Carry out court orders in respect to imprisonments
Provide guards for prisoners at City & County Hospital

Jail #4
Head Jail Matron

To:
Carry out court orders in respect to imprisonment of women

REPORT ON SURVEY
OF SHERIFF'S OFFICE

Primary Functions of the Sheriff:

A general statement of the functions of the Sheriff is as follows:

- (1) Civil Division - receive, issue and serve processes, papers and notices.

Handle all work developing from these, including the monies received through fees, commissions, mileage and attachments and the guarding of property and premises placed under attachment.

- (2) Keeping of the County Jails.

- (3) Providing the Courts with Bailiffs as required.

- (4) Providing transportation for prisoners and patients to state institutions (partially reimbursed by state).

The City and County of San Francisco, having a consolidated city-county government, police powers are not exercised by the Sheriff, being vested in the Police Department by Charter. As one effect of this consolidation, the Sheriff provides Bailiff service to and executes all orders of the Municipal Courts in addition to performing these services for the Superior Courts as required by law. In some other cities, notably Los Angeles, a separate agency exists for this purpose.

For the purposes of this discussion, the Sheriff's Department will be considered under four major headings as follows:

I. Function (1) above, and (3) and (4) insofar as they are carried out at City Hall.

II. Function (2) above, and (3) and (4) insofar as they are carried out at the Hall of Justice. Function (3) at Hall of Justice includes the Juvenile and Women's Courts.

III. Other Personnel.

IV. Materials and Supplies.

I. CITY HALL - CIVIL DIVISION

WORK LOAD ANALYSIS

1. Transportation of Patients

One element of work load is the transportation of prisoners and patients to State institutions. All of the transportation of mental patients is handled through the Civil Division. However, nearly half of this total (female patients) is handled by one woman Bailiff assigned to this duty and by temporary employment of matrons and so does not constitute work load of the regular working force. The balance of patients (male) has in the past been handled about equally by Bailiffs and Writ Servers, but at the moment is done almost entirely by Bailiffs, since Writ Server time is at a premium and recent establishment of new courts has provided a greater pool of Bailiffs from which to draw.

Trips taken to various institutions vary from one-half day to two days per trip, the average being, over a period of year, 0.65 day per trip. Referring to Table I,

1890-1891. The first year of the century.

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TABLE I

PATIENTS AND PRISONERS TRANSPORTED TO STATE INSTITUTIONS

<u>Year</u>	<u>Patients</u>			<u>Prisoners</u>			<u>Total</u>
	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	
Calendar 1937	872	461	1333	119	4	123	1456
1938	829	531	1360	147	9	156	1516
1939	721	481	1202	200	16	216	1418
1940	658	495	1153	222	10	232	1385
1941	672	513	1185	189	11	200	1385
1942	692	532	1224	194	11	205	1429
1943	574	521	1095	190	16	206	1301
1944	564	486	1050	218	19	237	1287
1945	788	625	1413	223	39	262	1675
1946	726	614	1340	222	23	245	1585
Fiscal 1947/48	833	609	1442	302	40	342	1784
1948/49	836	559	1395	305	28	333	1728

contra and using 1948/49 as an example, the annual work load imposed upon the Civil Division Bailiffs would be:

0.65×836 (male patients) = 543 man days per year or slightly more than two men's work. It is believed that as an element of work load, the transportation of patients is comparatively minor. Therefore, no detailed study of this element of the work load is included herein.

Table I shows the number of mental patients transported to State institutions by the Sheriff's Civil Division at City Hall (mostly by Bailiffs from courts at City Hall and occasionally by employees directly allocated in the Civil Division), and the felony prisoners transported to State Prisons by the Sheriff's County Jail No. 1 staff.

2. Bailiffs

A second element of work load is the provision of Bailiffs for the Courts. By law the Judge of a Court is entitled to require of the Sheriff the constant attendance upon the Court of a Bailiff or Bailiffs. At the City Hall there are nineteen (19) Superior and eight (8) Municipal Courts. Present practice is to assign permanently one Bailiff to each Superior Court, and four Bailiffs to serve the eight Municipal Courts. In effect this is three Bailiffs for seven courts as one is required in constant attendance at the court of the Presiding Judge. In addition, one woman Bailiff is permanently assigned to City Hall, both Superior and Municipal Courts as needed, and one woman Bailiff is assigned to transportation of women prisoners and patients, assisting in court when not occupied with this duty. There is also one Detention Hospital Bailiff whose entire time is devoted to the court at the Hospital and to arranging transportation for patients.

TABLE II

SHERIFF'S CIVIL DIVISION WORK LOAD

<u>Year</u>	<u>Money Handled</u>	<u>No. Perm. *Employees Authorized</u>	<u>* % of 1939 Empl.</u>	<u>No. Papers Handled</u>	<u>% of 1939 Papers</u>
Calendar 1937	\$351,000			20,121	94.8%
1938	274,000	28	100%	20,831	98.1
1939	324,000	28	100	21,231	100.0
1940	274,000	28	100	20,476	96.4
1941	260,000	28	100	18,191	85.7
1942	278,000	28	100	19,958	94.0
1943	250,000	27	96.4	19,482	91.8
1944	283,000	29	103.6	19,527	92.0
1945	341,000	29	103.6	18,527	87.3
1946	459,000	30	107.1	19,159	90.2
1947	415,000			23,190	190.2
Fiscal 1947/48	425,000	30	107.1	26,277	123.8
1948/49	456,000	30	107.1	32,457	152.9

* - No. of employees on fiscal year basis throughout, as shown by the Annual Salary Ordinance.

The number of Bailiffs necessary to service the courts depends upon the demands of the various judges, since by law each judge may demand the services of one or more Bailiffs, and the Sheriff has no alternative but to comply.

3. Civil Division

This discussion of the Civil Division work load, then, is limited to the purely civil functions of handling processes and papers, attaching and keeping property, etc. Table II, contra, shows the volume of this work since 1937, together with the number of permanent employees available to accomplish it. The employment of temporary personnel for purely civil functions is practically non-existent except for the employment of temporary keepers.

The function of a keeper in the Civil Division is to enter and guard premises under attachment. This work is on a 24 hour per day basis and therefore each job requires three keepers per day. This makes for a high degree of variability in the number of keepers needed and results in the frequent employment of temporary keepers. For the six-month period studied (January-June, 1949) the maximum staff required for a day was 15 and the minimum zero. Seven permanent keeper employments exist. Excess time available from lack of keeper work is partly absorbed by assignment to other functions, e.g., relief for bailiffs, assisting with office clerical work, etc. See Tables IV (on page 33) and V (on page 34A) for statistical data regarding Keepers.

After analysis of the nature of the work carried on in the Civil Division and of the available statistical data, a yardstick of work load was selected. It is the total number of processes, papers and notices issued, served and filed. This total figure is reported annually by the Sheriff in his report to the Mayor. These figures

TABLE III

<u>Type of Service</u>	<u>Fee set by State Law</u>	<u>1948-49 Volume</u>
Bonds Received	\$ 0.50	403
Exemption Claims, Third Party & Preferred Claims	---	1436
Releases	---	7187
Orders of Arrest	---	292
Claim and Delivery	1.50	99
Miscellaneous Services	*0.25 - 0.50	744
Notices	*0.25 - 0.50	611
Orders of Examinations	*0.25 - 0.50	6
Orders to Show Cause	*0.25 - 0.50	384
Subpoenas	*0.25 - 0.50	315
Summons	*0.25 - 0.50	4438
Writs of Attachment (Personal Property)	1.50	9811
" " " (Real Property)	1.00	375
" " Execution (Personal Property)	1.50	5740
" " " (Real Property)	1.00	97
Writs of Possession	3.00	519
Sales of Personal Property	1.50	69
" " Real Property	0.50	<u>6</u>
TOTAL		32,532

* - These fees are applied as follows: \$0.50 if served; \$0.25 if unable to serve.

- N.B. (1) In addition to the above, mileage is collected at \$0.25 per mile. This was increased from \$0.15 in 1941, last previous change unknown.
- (2) Commissions on attachments or executions at 1% of the first \$1000 recovered, $\frac{1}{2}$ % of amounts over \$1000. Date of last change stated to have been prior to 1928.
- (3) Keeper fees are \$8.00 per eight hours or fraction thereof, and \$3.00 for picking up an automobile. Prior to 1947 fees were \$5.00 per 12 hours. Last change previous to 1947 unknown, but stated to have been prior to 1928.
- (4) Fees for writs of attachment and execution on personal property were \$1.00 prior to 1941, last previous change stated to have been prior to 1928.
- (5) Subpoena fee increased from \$0.25 to \$0.50 in 1949.
- (6) All other fees stated to have been unchanged since some date prior to 1928.

are an adequate measure of the work load in this office, since all employees in the office are motivated by the flow of these assorted papers through the various stages. The Cashier, Bookkeeper and Counter Attendant (law clerk) are affected by the number of fees and other monies that are collected or deposited, or received under attachments and executions. The clerks are affected in the task of recording and following up all of these papers; the Writ Servers are affected in the obvious manner, but the need for Keepers seems at the moment to be contrary to the general trend for reasons which will be discussed later. It should be noted here that the foregoing work is done for both Municipal and Superior Courts, whereas in some other cities, Los Angeles for example, a separate agency carries out Municipal Court orders.

In Table II, on page 8, 1939 was selected as a base year because the work load was greater that year than any other until 1947. The most significant feature of the table is that while work load has increased 52.9%, permanent personnel approved to accomplish this work has increased only 7.1% since 1939.

The column "Money Handled" is included as an indication of the degree of responsibility for the various monies that pass through, and must be accounted by, the Sheriff's Civil Division office.

Table III, contra, shows the manner in which the above work load is distributed, and the fees applicable to each type of service.

It is worthy of note that the fees collected for Sheriff's services have increased only slightly over the years. Certainly they have not kept pace with the costs of rendering the services. For 1948/49, fees collected amounted to approximately 42% of the permanent salaries of the Sheriff's Civil Division.

REVIEW OF WORK LOAD ANALYSIS

The foregoing discussion has covered the three elements of work load shown below:

1. The transportation of patients to state institutions.
2. Attendance upon the Courts by Bailiffs.
3. The purely civil functions of handling process, notices, papers, etc.

Nos. 1 and 2 have been found to be adequately handled by present arrangements.

No. 3, the major element, has increased rapidly over the past three years. Even though it may level off, it may be expected to remain higher than at any previous time due to the increase in population since 1939. During this same period of increase in work load, the staff available to accomplish it has remained static. Table II shows 30 permanent employments devoted to the civil work load. However, one of these positions, (a General Clerk-Stenographer) actually serves the Administrative group about 80% of the time, so the staff of the Civil Division will henceforth be considered as numbering 29 employments.

The present heavy work load has resulted in the following conditions, which currently exist in the Civil Division:

1. Chief Clerk is handling a considerable volume of clerical work such as opening mail; is in arrears on correspondence with out-of-town attorneys, agencies, etc; is not exercising his supervisory function in personnel matters, checking work of and training subordinates, etc.
2. The clerical staff seemed fully and steadily occupied during the period of the analyst's observation, barely keeping up with the more urgent

work; this only with the aid of one temporary General Clerk-Typist doing filing, mailing, etc., and one Keeper who has been assigned to clerical functions for the past six months, even when temporary keepers have had to be hired. The Analyst spent about 5-6 hours per day in this office for a period of about a month.

3. Disbursement of monies from the Sheriff's Trust Fund is from 30 to 60 days in arrears. This again is due to the volume of work. This condition is perhaps the most serious at the moment because it has precipitated in recent weeks a barrage of complaints and demands - verbal, by phone and by mail. Quoting from Section 26680, Government Code:

"If on demand the Sheriff neglects or refuses to pay over to the person entitled any money which comes into his hands by virtue of his office, after deducting all legal fees, the person may recover the amount thereof and 25 per cent damages and interest at the rate of 10 per cent a month from the time of demand."

Recommendations are made herein for changes designed to eliminate this condition.

ORGANIZATION

All functions of the Sheriff's Civil Division are delegated to the B-68 Chief Clerk by the Undersheriff. The Undersheriff provides direct supervision to the Bailiffs, the Storekeeper and one General Clerk-Stenographer. In the case of the Bailiffs, in the absence of the Undersheriff or at his direction, the Chief Clerk acts for him in matters of assignment.

The major change we propose in the organizational set-up is the addition of one administrative position discussed heretofore.

WORKING CONDITIONS

Only working conditions of the Civil Division will be considered here since working conditions of the Bailiffs are those of the Courtrooms to which they are assigned and so are beyond the scope of this discussion.

1. Allocation of Available Space

The area occupied by the Sheriff's Office at the City Hall is divided into three general areas as follows:

- a. The field workers' room (Writ Servers, Keepers) serves eighteen men. Since these men are in the office only intermittently and have a minimum of office work to perform, the area is considered adequate.
- b. The executive section serves the Sheriff, Undersheriff, Confidential Secretary and one General Clerk-Stenographer. The space assigned is considered adequate for the needs of this group.
- c. The physical area provided for the functions of the Civil Division office force is sufficient, but the internal arrangement of partitions is such as to seriously hamper the establishment of a smooth, efficient work flow. This matter will be discussed in some detail under the following section.

2. Office Layout

- a. Work Flow in the Sheriff's Civil Division Office is poor. All incoming work flows over the counter in the reception area, where it

is accepted and receipts are written by the Law Clerk who serves in the capacity of counter attendant. Each paper received must then go to the Senior Clerk for recording and assignment to Writ Server. In the present work flow pattern, the Senior Clerk must come to the counter periodically and pick up the work. Even worse, this situation also requires the Law Clerk, whenever incoming papers require him to refer to records or files, to leave his counter unattended and go where these files and records are located. This condition arises many times a day and is very trying, both to employees and people who come into the office. It will be further noted that all of the above traffic between the counter and the clerical section must pass through the Chief Clerk's office, completely eliminating any semblance of privacy and making for a constant state of confusion in this office.

We are of the opinion that the above situation is so poor that a strong case can be made for the considerable expenditure that would be required for the construction alterations necessary to alleviate these conditions.

b. Supervision

The physical location of the Chief Clerk's office lends itself to fair visual supervision, but lack of privacy detracts from the quality of supervision.

c. Access to Files, etc.

There are three principal sets of files which are in constant

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use. These are the files referred to previously to which the Law Clerk must go for information:

1. Case files contain all information, papers, etc., that have accumulated in connection with individual cases. They are filed numerically by case number.
2. Case Index files are cross-indexed card files by means of which a case number may be found in order to locate a case file where only the plaintiff's or defendant's name is given.
3. Register cards constitute the record of current cases. They are filed alphabetically in open filing tubs which are mobile and located in the clerical work center. On each register card is noted every action that is taken and the results thereof for that particular case.

These files receive much use and are badly distributed. The case files, to which there is frequent reference by all members of the staff, are situated in three widely separated locations. Case index files are in two locations. Some other minor files and equipment which are little used occupy strategic space. One obvious area for the re-location of case files is occupied by a battery of old safe deposit boxes. These are seldom used, and should be moved, but such moving, because of their weight, probably will require the services of riggers.

d. Neatness, Orderly Appearance, etc.

The general appearance of the clerical section of the Civil

Division is at first glance somewhat chaotic. Part of this is due to the above-mentioned lack of organization and centralization of filing facilities and part is due to the more or less haphazard arrangement of desks. Much of this arrangement is due to individual desires and search for light, air, heat, etc. However, it is felt that a study of this situation in conjunction with the foregoing study of files could accomplish a great deal without penalizing any individual too severely.

3. Personal Conditions

a. Lighting

The lighting in the Civil Division office ranges from fair in the clerical section to atrocious in the Chief Clerk's Office and at the counter in the reception area. The Law Clerk and Cashier, who work in this latter area, use old-fashioned goose-neck desk lamps. The desk lamps provide fair direct lighting along with a high degree of glare and eyestrain.

This lighting situation needs and deserves prompt attention.

b. Noise

The noise level in this office, while fairly high, is not critical and no recommendation is made regarding it.

c. Heat and Ventilation seem to be satisfactory, at least beyond improvement short of major changes in the whole building.

- d. Personal Facilities - such as washrooms, drinking water, etc., are adequate and easily accessible.

4. Equipment

Best use of somewhat antiquated equipment is being made. Improvements could undoubtedly be made with not too great an investment. Worst situation is the condition which requires the counter attendant (law clerk) to use a high, backless stool throughout the day.

Also some consideration should be given to developing and expanding the telephone system by establishing interrelationships between certain phones in the office.

5. Recommendations

The following are recommendations designed to help the faults in working conditions. Some have been mentioned in the foregoing discussion; others are of a general nature:

- a. Re-arrange filing facilities as discussed hereinbefore.
- b. Re-arrange desks and other equipment for more orderliness and greater utility, as discussed hereinbefore.
- c. Install multiple-line type of telephones to facilitate transfer of calls, better public service and intra-office communication. The specific location and relationship of these phones to be determined in conjunction with Telephone Company survey now in process.
- d. Provide adequate lighting facilities in Chief Clerk's office and at counter in reception area.

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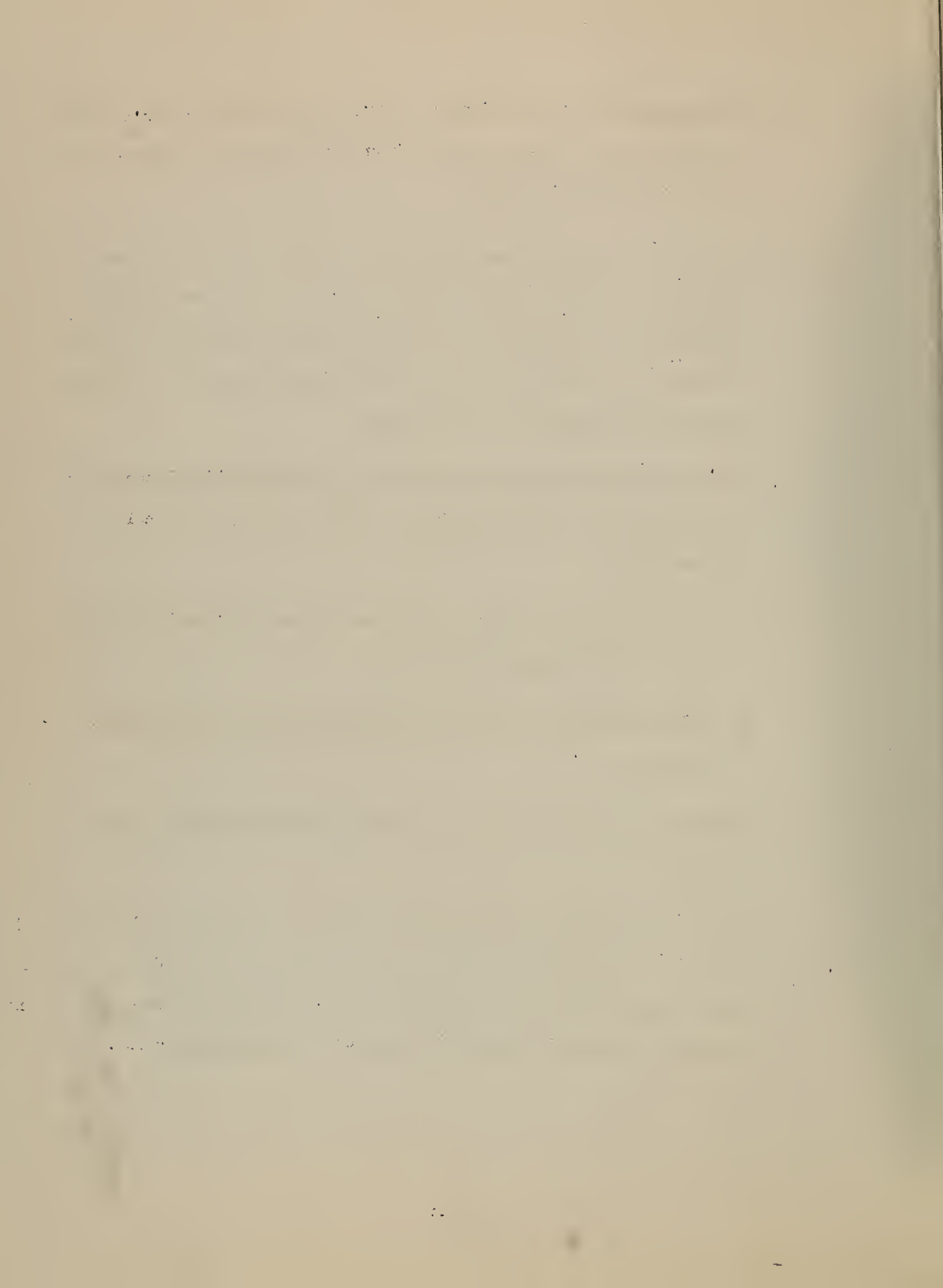
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- e. Move Detention Hospital Bailiff's desk to field worker's room. This desk is used only about one hour per day but occupies a central position in the clerical section.
- f. Move desk and chair for the Counter Attendant so that it will be immediately adjacent to the counter. This will allow him greater comfort for that portion of his work not requiring direct attendance at counter. It will also keep off the counter quantities of somewhat confidential documents as well as money.
- g. Provide adequate equipment needed for any additional personnel that may be approved. This equipment, for proposed personnel changes, will consist of:
 - 1. Four (4) desks and chairs (Law Clerk, General Clerk-Stenographer, General Clerk-Typist, fiscal job).
 - 2. Two typewriters - (General Clerk-Stenographer, General Clerk-Typist).
- h. Provide desk and chair for one General Clerk-Typist who has only a table.
- i. Provide one additional time-stamping clock to be located in clerical area. Many papers which originate in or are brought directly to the clerical area have to be time-stamped. Under the present arrangement they must be carried to the front counter for this purpose.



PERSONNEL

Before discussing the personnel situation as such, it will be well to review the findings which directly affect the use of personnel and number of personnel required.

It has been mentioned before that the work flow pattern in this office is awkward, requires much backtracking and detracts materially from the general efficiency of the office. However, except for certain re-arrangements of files, desks, etc., as recommended, there is no solution to this problem except major alterations to the office area.

In the matter of equipment, it has been noted that desks, files, etc., are old and some are in poor condition, but are accomplishing their purposes fairly well. No specific recommendation is made beyond the suggestion that new equipment be obtained rather than repair the very old equipment as it deteriorates.

Certain aspects of the lighting of the office are bad. These conditions should be rectified immediately, since they are fatiguing and invite poor performance as a result.

In studying the possibilities for work simplification, it was found that the systems now used for accounting for funds, maintaining records of actions, etc., are adequate and well conceived.

Following is a discussion of each position, its duties and present situation in relation to work load and accomplishment of these duties. Recommendations will be made in each case and a summary of recommendations and their effect will follow:

1. B-68 CHIEF CLERK

This position is assigned full supervision of the entire Civil Division Staff of twenty-nine employees and in the absence of and/or at the direction of the Undersheriff, he assigns Bailiffs to cover transportation of patients, cover absences of other Bailiffs, etc.

The Chief Clerk handles phone and personal contacts with attorneys, litigants and the public where the complexity of the matter at hand is beyond the scope and knowledge of other members of the staff. He also handles all correspondence relative to civil matters from out of town.

In addition to the above matters, he opens and analyzes most of the incoming mail. This is done partly because some of the mail requires interpretation, but primarily because other members of his staff who are capable of this function are too busy with their routine duties.

The end result of the greatly increased work load of the Civil Division of the past two years is that the Chief Clerk can spend only a minimum of his time in carrying out his supervisory function in personnel matters, checking work of and training subordinates, organizing work flow, etc. At a very minimum, he should have 40-50% of his time free for these matters. In addition, many of the phone calls and personal contacts could and should be diverted to other personnel in the office and the mail-opening function should be reassigned.

The accomplishment of these ends will be the subject of some of the recommendations to follow.

2. B-105 CASHIER B

The primary function of this position, with the aid of the B-4 Bookkeeper, is the receipt, deposit and disbursement of funds of the

Sheriff's Trust Fund. Since 1943, the somewhat tight controls over this fund exercised by the Controller have increased the amount of clerical work necessary. The position also provides most of the relief for the counter attendant (Law Clerk), about 9 hours per week.

As a result of the recent heavy work load, disbursements from the Sheriff's Trust Fund are from 30 - 60 days in arrears and many demands are being received for monies due.

Money deposited in the Sheriff's Trust Fund is received in several ways: (1) attached funds; (2) fee deposits by mail where amount of fees will not be known until service is effected; (3) excess fees by mail when amount of fees can readily be determined before service; (4) deposits for keeper fees, auto attachment, etc.; (5) funds received as bonds, etc.

Disbursement of these funds is a task requiring a certain meticulousness due to the distribution of fees, mileage, notary fees, commissions, etc. Extreme care must be taken in order that disbursement is made to proper parties, that no third party claims are outstanding, and that all fees due are collected. In all of these matters, the Sheriff is personally liable under his bond. In general, the complexity of this disbursing process causes it to be quite slow and even though the volume may not seem high, this function is definitely falling behind and certain of the recommendations to follow are designed to obviate this condition. (At the moment, January 1950, overtime is being used to improve the situation.)

As a measure of this activity, the following figures are interesting:

(1) Average Trust Fund Receipts written per month	July - November, 1949	714
(2) Average Warrants written per month	July - November, 1949	526

Since every Trust Fund Receipt eventually causes at least one warrant to be issued, it is apparent from the figures that disbursements are falling behind at a considerable rate.

3. B-4 BOOKKEEPER

The function of the Bookkeeper in Civil Division matters is (1) to keep the Trust Fund accounts; (2) to prepare Trust Fund Warrants; (3) to keep accounts for Keepers' services and fees; (4) to audit Trust Fund receipts, prepare daily deposits and establish Cashier's cash accountability.

The above functions occupy about 60% of the Bookkeeper's time, the balance being used directly by the Undersheriff in matters relating to the jails and to expenditures and encumbrances to appropriations.

This position will be affected indirectly by recommendations to be made concerning the Cashier, since the position derives supervision for the 60% of its time for the Civil Division from the Cashier.

It should be noted here that the actual writing of warrants has for some months been carried out by a Keeper temporarily assigned to clerical duties.

The foregoing has discussed the Bookkeeper's job as it now exists. There are several functions not now being done which might well be instituted and assigned to this section of the Sheriff's office if proper personnel and personnel classification adjustments are made.

Another section of this report discusses the need for a perpetual inventory system for jail stores such as food, clothing, medical supplies, etc. Such an arrangement would be of great aid to the Storekeeper by

providing at a glance the status of requisitions, purchase orders and stock on hand of any item handled. In addition, after they have been kept for a period, such records will give historical data which will indicate when to make certain purchases, how much to order, etc. Also, historical and current data of this sort will give a sound basis on which to estimate budget requirements.

In addition to the above, it is also desirable, as shown in this report, that cost accounts be maintained for each unit of the automotive equipment used by the Sheriff. Expenditures for gasoline, oil, tires, repairs, etc. should be recorded and used as an indication of the time of replacement or overhaul of such equipment.

In the report of the Controller's Office dated January 17, 1950 titled "Transportation Fund Audit for Year Ending June 30, 1949" is the following statement - "It is suggested that records be kept by the Sheriff to disclose the transportation costs chargeable to trips made by Sheriff's automobiles." This quotation refers to the transportation of persons to State institutions by the Sheriff.

The foregoing proposed additional work develops from the Materials and Supplies aspects of the Sheriff's office. Certain other suggestions are also made as follows:

It would be desirable to relieve the Sheriff and the Undersheriff of part of the administrative detail, as well as much of the detail of budget preparation and control.

Also, in the interest of simplifying the preparation of the annual

1. The first part of the paper is devoted to a general

discussion of the problem and the methods used in the

present work. The second part is devoted to the

description of the experimental apparatus and the

results obtained. The third part is devoted to the

conclusions and the

acknowledgments. The fourth part is devoted to the

references. The fifth part is devoted to the

appendix. The sixth part is devoted to the

index. The seventh part is devoted to the

list of symbols. The eighth part is devoted to the

list of abbreviations. The ninth part is devoted to the

list of figures. The tenth part is devoted to the

list of tables. The eleventh part is devoted to the

list of references. The twelfth part is devoted to the

list of symbols. The thirteenth part is devoted to the

list of abbreviations. The fourteenth part is devoted to the

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of figures. The fifteenth part is devoted to the

list of tables. The sixteenth part is devoted to the

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budget request, it would be desirable to keep certain statistical data. For example, a detailed record of the incidence and disposition of temporary work would be very useful, as would a payroll break-down detailing the amounts and causes of absences of all kinds. As such records were developed and maintained continuously, they would provide a fund of historical data that would be useful in estimating on a sound basis the needs of the ensuing year for the purpose of preparing the budget request.

It is believed that the foregoing discussion shows the usefulness of the proposed additional work for the fiscal section of the Sheriff's Civil Division. It is obvious that this will require additional personnel which will be recommended.

None of the proposals made in this discussion should be construed as implying any criticism whatsoever of the Sheriff's office because the Sheriff has not had the necessary personnel. These proposals are made because it is felt that they will contribute to the efficiency and economy of the Department.

4. LAW CLERK

The principal function of the Law Clerk as now assigned is attendance upon the counter in the reception area. He receives, time-stamps and collects fees and writes receipts for all incoming processes, determining the correctness of papers received, and the Sheriff's duties in connection therewith, getting final judgment on complex matters from the Chief Clerk. In addition, he processes all material received by mail, writing fee receipts, time-stamping, applying fees, depositing excess fees and fee deposits with Cashier, etc.

This position is fully loaded at present and recommendations will be made which affect it.

5. CLERICAL STAFF

The clerical staff consists of:

- 1 - B-228 Senior Clerk
- 1 - B-222 General Clerk
- 5 - B-512 General Clerk-Typists

The function of this staff is to do the office work necessary to the accomplishment of the several functions of the Sheriff's Civil Division. It involves assigning of writs to the Writ Servers and maintaining a record of such assignment; a continuous record of all actions in every case; return of writs to Courts within prescribed time limits; and notification of litigants of certain required matters. In addition this group assists defendants in the preparation of exemption claims, types releases, etc.

It is impossible to completely describe all of these functions without recourse to the rather involved and complex laws on the subject. It is noteworthy that the Senior Clerk, the General Clerk and at least two of the General Clerk-Typists must know and apply this law constantly in the normal course of their work. This seems to be in excess of the knowledge and responsibility normally required of employees of this level.

6. D-102 WRIT SERVERS

There are ten permanent Writ Server appointments. No need exists for any additional help here. This group has been able to absorb the heavy

1. The first part of the paper
discusses the general principles
of the theory.

2. The second part of the paper
describes the experimental
results.

3. The third part of the paper
discusses the results of the
experiments.

4. The fourth part of the paper
discusses the results of the
experiments.

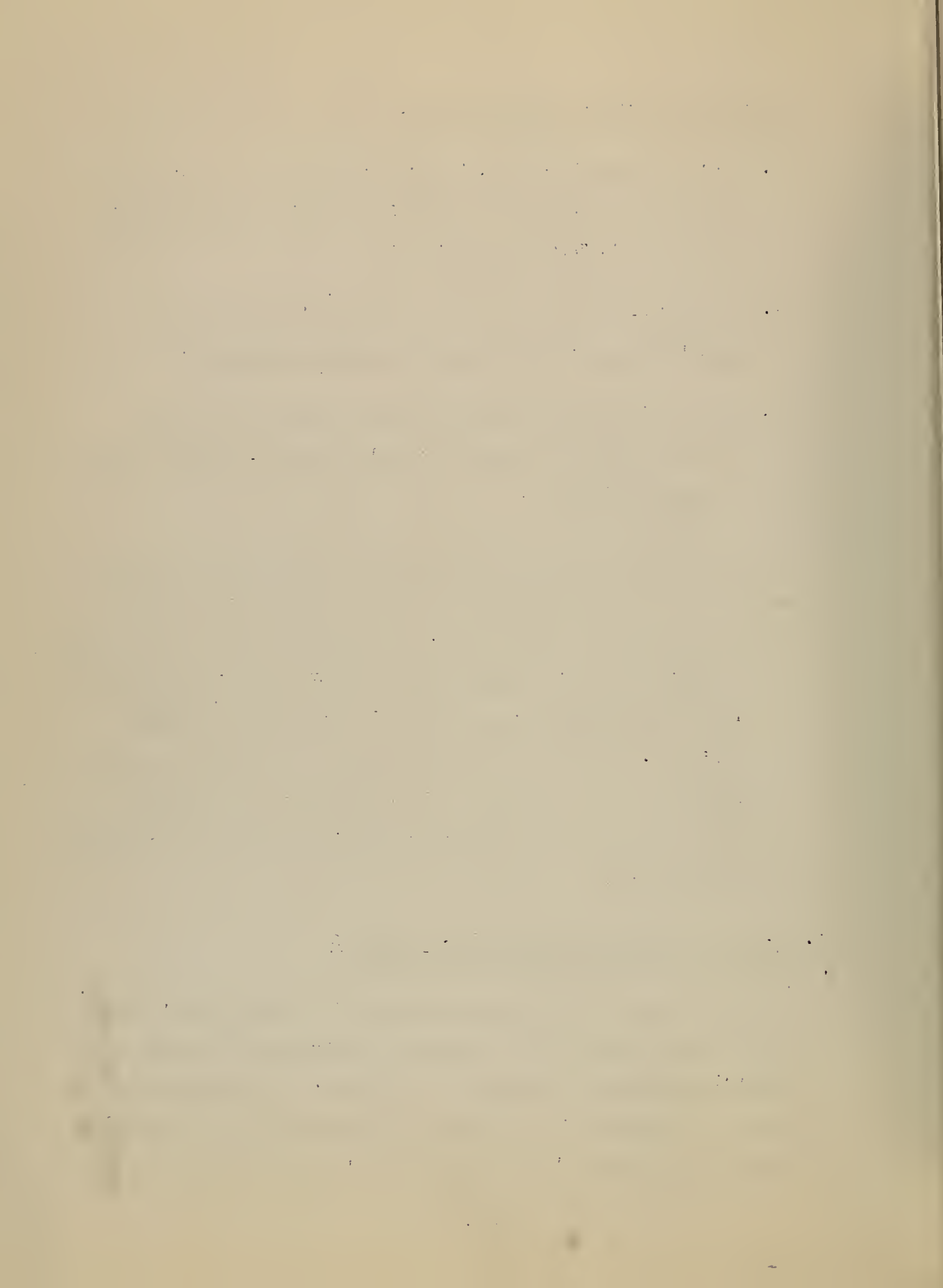
increase in work load in several ways:

- a. There have long been ten Writ Server appointments, but usually two and sometimes more have been used in the office, a custom growing out of the old "office deputy" title;
- b. The acquisition by the Sheriff's Office of two automobiles has facilitated the service of papers in outlying districts;
- c. The practice of using Writ Servers to transport prisoners and patients to State institutions has almost ceased, Bailiffs absorbing the bulk of this duty.

By the above, the Writ Servers have been able to keep up with the work and are at present doing so. If their work should exceed their ability to handle it in the future, it is suggested that the need can be met by having the clerical staff prepare the Writ Servers' notices and returns, a task which now absorbs a fairly large part of the Writ Servers' time. This is common practice in some of the larger sheriffs' organizations. It is also held to be desirable from the standpoint of appearance and neatness of such papers, which are now largely handwritten by the Writ Servers.

7. D-154 HEAD KEEPER AND SEVEN (7) D-152 KEEPERS

The Head Keeper, under the supervision of the Chief Clerk, functions as supervisor of the Keepers, assigning and scheduling their work and procuring extra Keepers when they are required. He is informed of and maintains a personal record of amounts of deposits made to the Sheriff's Trust Fund for Keepers' fees. These fees are applied against the deposit



by the Bookkeeper on the authority of the Head Keeper's daily report of Keeper activities. From his own record of deposits, the Head Keeper calls upon Plaintiffs for additional fee deposits as necessary.

In addition to the above duties, the Head Keeper usually serves the process on jobs where a Keeper is to be installed and upon occasion serves other process. He conducts all Sheriff's sales and is responsible for all duties in connection therewith.

The Keepers guard attached premises against unlawful removal of property. They occasionally accept payments which if sufficient to cover the attachment and all fees will effect release. They may at the Head Keeper's discretion permit a business enterprise to continue operating with the understanding that all receipts will be turned over to the Keeper on the job for deposit in the Sheriff's Trust Fund.

In recent years, in spite of a generally increased work load in the Sheriff's Civil Division, Keeper work has declined. This is probably due to greatly increased fees and the requirement for depositing five days' fees before the Keeper is installed.

Reference to Table IV on page 33 of this report shows that the requirement for Keepers varies greatly from day to day. Frequently no Keepers are required and fairly often the requirement is in excess of the seven permanent appointments. However, it will be noted that the seven regular Keepers can handle approximately 88% of the load, and that five Keepers could handle 75% of the load. It then becomes questionable whether it is economically justified to have more than five permanent Keepers. The percentages above are derived from an analysis of Keeper

activities for the first six months of 1949. From the same analysis, it was found that during this period 1051 hours of overtime (at time and one-half) were worked, of which 846 hours or 80.5% were Saturday, Sunday and Holiday work by regular Keepers.

Recommendations will be made concerning the Keeper situation as a result of the above analysis.

8. B-352 STOREKEEPER

The duties of this position are outlined in the section of this report devoted to Materials and Supplies.

This discussion is included to indicate the effect on this position of adding the proposed perpetual inventory of jails stores. The general effect should be to greatly simplify the work of requisitioning and follow-up of the purchase of these stores. A certain amount of additional work will accrue to provide the detailed information necessary to the maintenance of these records. This position will no longer be an isolated one, complete in itself, but will mesh very closely with that position to which may be delegated the responsibility for keeping the perpetual inventory records.

RECOMMENDATIONS RE PERSONNEL - CIVIL DIVISION

1. Provide one additional administrative employment

As pointed out in the discussion of the Bookkeeper's job, there are several additional functions that should be added to the fiscal section of the Sheriff's office. The scope of the functions to be added is such

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as to allow a considerable degree of independent thought and action and some of the functions are sufficiently complex to indicate that the additional appointment should be a classification on the level of Administrative Assistant.

The functions of this position would be as follows:

- a. Maintain a perpetual inventory system for jail supplies such as food, clothing, medical supplies, etc.
- b. Develop from the perpetual inventory system such statistical and historical data as will aid in the preparation of the annual budget request on a sound basis.
- c. Maintain cost accounts for the Sheriff's department, including automotive equipment, cost of services performed for which fees are collected, etc. The Controller has suggested that cost records be kept to determine transportation costs chargeable to trips made by Sheriff's automobiles.
- d. Relieve the Sheriff and the Undersheriff of much administrative detail, including budget expenditure and preparation and control.
- e. Develop and maintain a set of statistical records which will provide the historical data necessary to the preparation of the annual budget request on a sound, factual basis and which can be used in support of the budget request.
- f. Participate in a coordinated group with the Cashier and Bookkeeper to the end that the fiscal work of the Sheriff's office will be carried out in an efficient and economical manner.

2. Provide a second counter attendant

Preferably with qualifications comparable to those of the present counter attendant (B-160 Law Clerk). This position would assume the following functions:

- a. Sharing of present work load.
- b. Opening and analyzing all incoming mail.
- c. Assume duties in connection with collecting and receipting for monies of the Sheriff's Trust Fund.
- d. Assume the simpler duties with respect to correspondence in out-of-town matters.
- e. Assume as much as possible of the burden of telephone and personal inquiries.
- f. Supply counter relief for all purposes.

With the above accomplished, the following gains should be realized:

- a. The Cashier would be relieved of enough of his presently too heavy work load to enable him to concentrate on his disbursement function with the end result of keeping disbursements up to date and eliminating the present flood of complaints and demands.
- b. The Chief Clerk would be relieved of much of the daily impedimenta that are hampering his supervisory and advisory functions.
- c. A self-contained unit would be formed to take care of all incoming

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PHYSICS DEPARTMENT

REPORT OF THE PHYSICS DEPARTMENT

FOR THE YEAR 1954-1955

CHICAGO, ILLINOIS

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PHYSICS DEPARTMENT

CHICAGO, ILLINOIS

matters, provide its own relief, and thus eliminate interference with the regular duties of other staff members.

3. Provide a General Clerk-Stenographer

To be assigned to the Chief Clerk personally. This position will carry out the following duties:

- a. Answer telephone and receive callers, directing them when desirable to do so, answering inquiries, etc.
- b. Handle all correspondence with out-of-town agencies, taking dictation from Chief Clerk, Law Clerks and others having correspondence to be handled.
- c. Do general clerical work for the Chief Clerk such as getting and returning case files, making up daily time sheets and other such duties as may be assigned by the Chief Clerk.

The above appointment would be expected to have the following effects:

- a. Further relieve the Chief Clerk of minor matters so that he may devote his time to more complex problems, personnel matters and general advisory functions.
- b. Expedite the handling of correspondence with the effect of improving public relations.

4. Provide one additional General Clerk-Typist

This position would:

- a. Carry out all filing and mailing activities.

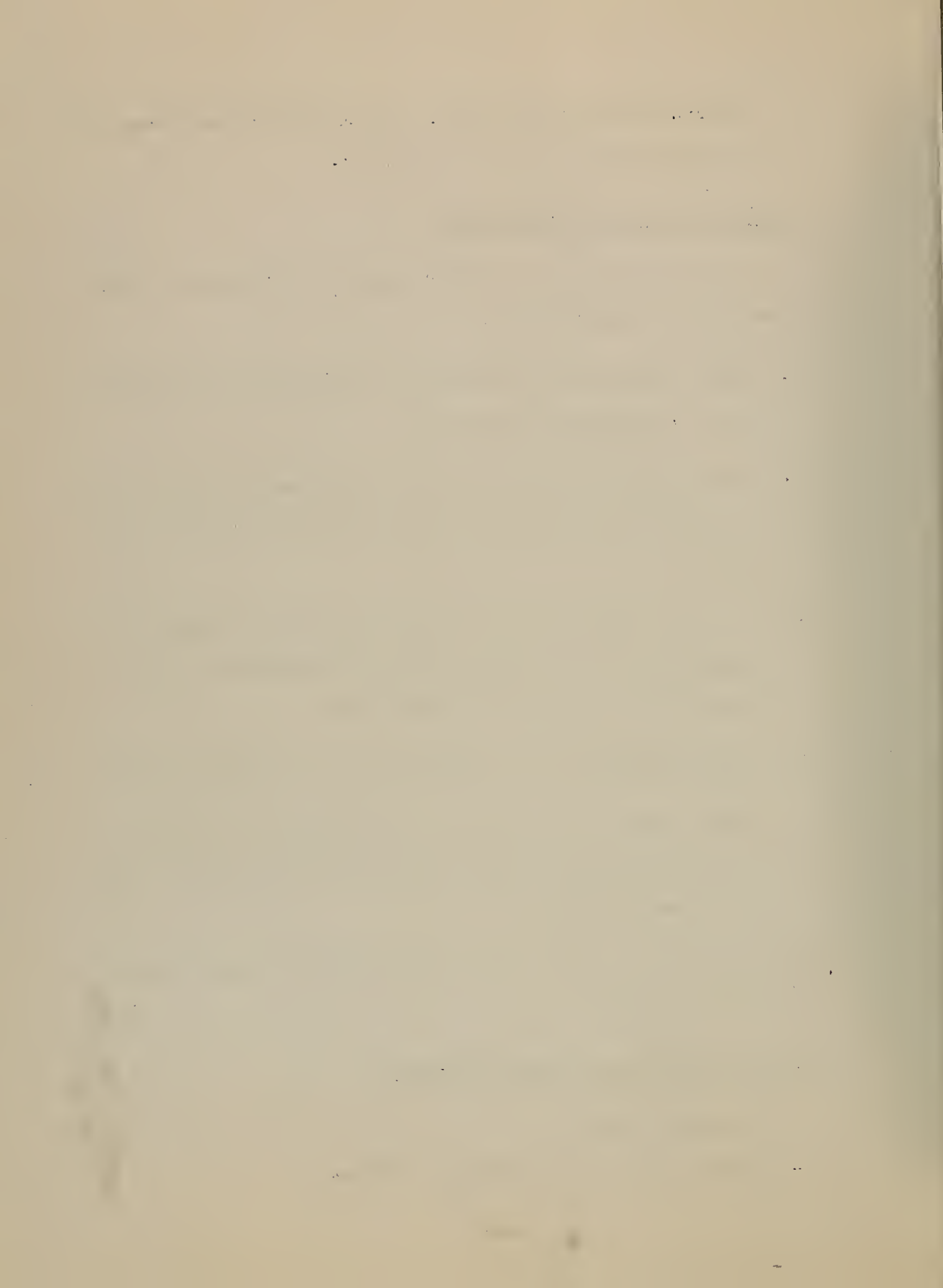


TABLE IV

DISTRIBUTION OF KEEPER JOBS BY NUMBER REQUIRED IN A DAY
JANUARY - JUNE 1949

<u>No. of 8 Hr. Shifts</u>	<u>No. of Days Occurred</u>	<u>Cumulative Days Occurred</u>	<u>Percentage</u>	<u>Cumulative Percentage</u>
0	39	39	21.4	21.4
1	19	58	10.5	31.9
2	21	79	11.6	43.5
3	26	105	14.4	57.9
4	19	124	10.5	68.4
5	11	135	6.1	74.5
6	15	150	8.3	82.8
7	10	160	5.5	88.3
8	5	165	2.8	91.1
9	3	173	4.4	95.5
10	2	175	1.1	96.6
11	0	175	0.0	96.6
12	2	177	1.1	97.7
13	2	179	1.1	98.8
14	1	180	0.6	99.4
15	<u>1</u>	181	0.6	100.0
TOTAL	181			

- b. Carry out typing and clerical duties as instructed and accept other duties as his abilities and knowledge of the work develop.
 - c. Provide assistance as needed at bottlenecks as they occur.
 - d. Make unnecessary the use of field workers (Keepers, Writ Servers) in clerical capacities.
 - e. Assist the fiscal group with various clerical tasks that may arise.
5. Reduce the present staff of seven (7) Keepers by two as vacancies occur and establish two Keepers on a permanent "as-needed" basis. This recommendation is contingent upon the establishment of an adequate list of extra Keepers and is supported by the following data:

- a. Reference to Table IV, contra, will show that the sixth and seventh Keepers were unoccupied on 135 days out of the 181 day period or approximately 270 days per year per man.

The proposal to reduce the permanent staff will effect a saving of \$5,760 in permanent salaries at the maximum rate. This will in turn raise the cost of temporary Keepers by 154 man days (92 days per year for the sixth man and 62 for the seventh man). This, at the minimum rate, will amount to \$1,401. The net saving available, then will be \$5,760 less \$1,401, or \$4,359.

- b. Again from Table IV, a staff of five Keepers would handle 75% of the requirements while seven would handle 88%.
- c. The trend in use of Keepers seems to be downward because of increased fees and the requirement for a five day fee deposit.

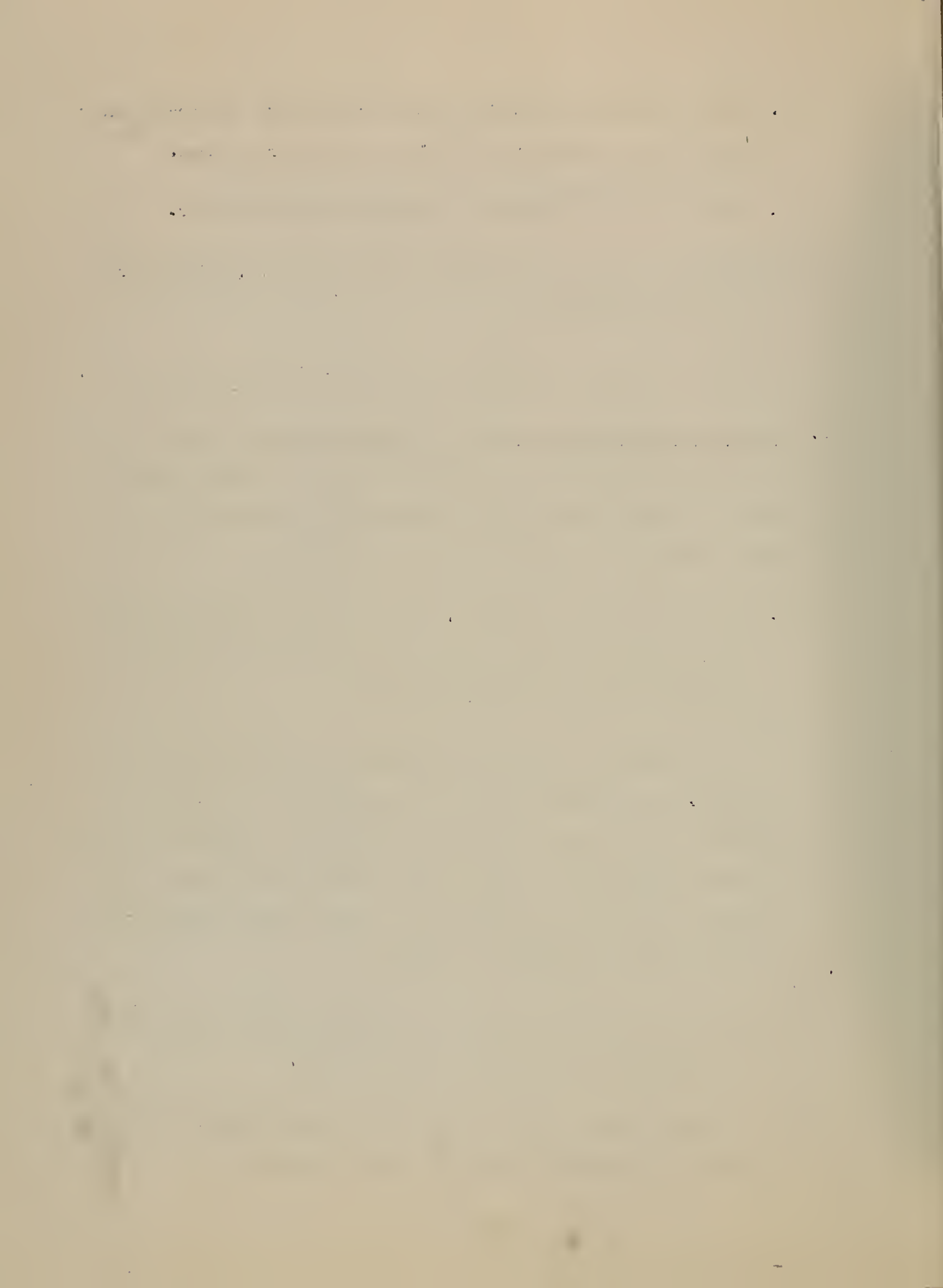


TABLE V

DISTRIBUTION OF KEEPER JOBS BY DAY OF WEEK
JANUARY - JUNE, 1949

<u>Day</u>	<u>No. of 8 Hr. Shifts</u>	<u>Percentage</u>
Monday	97	15.0
Tuesday	98	15.2
Wednesday	112	17.4
Thursday	96	14.9
Friday	99	15.3
Saturday	79	12.2
Sunday	64	10.0
H. B. Day shift	(9 A.M. - 5 P.M.)	50.5%
Night "	(5 P.M. - 1 A.M.)	25.7%
Morning "	(1 A.M. - 9 A.M.)	23.8%

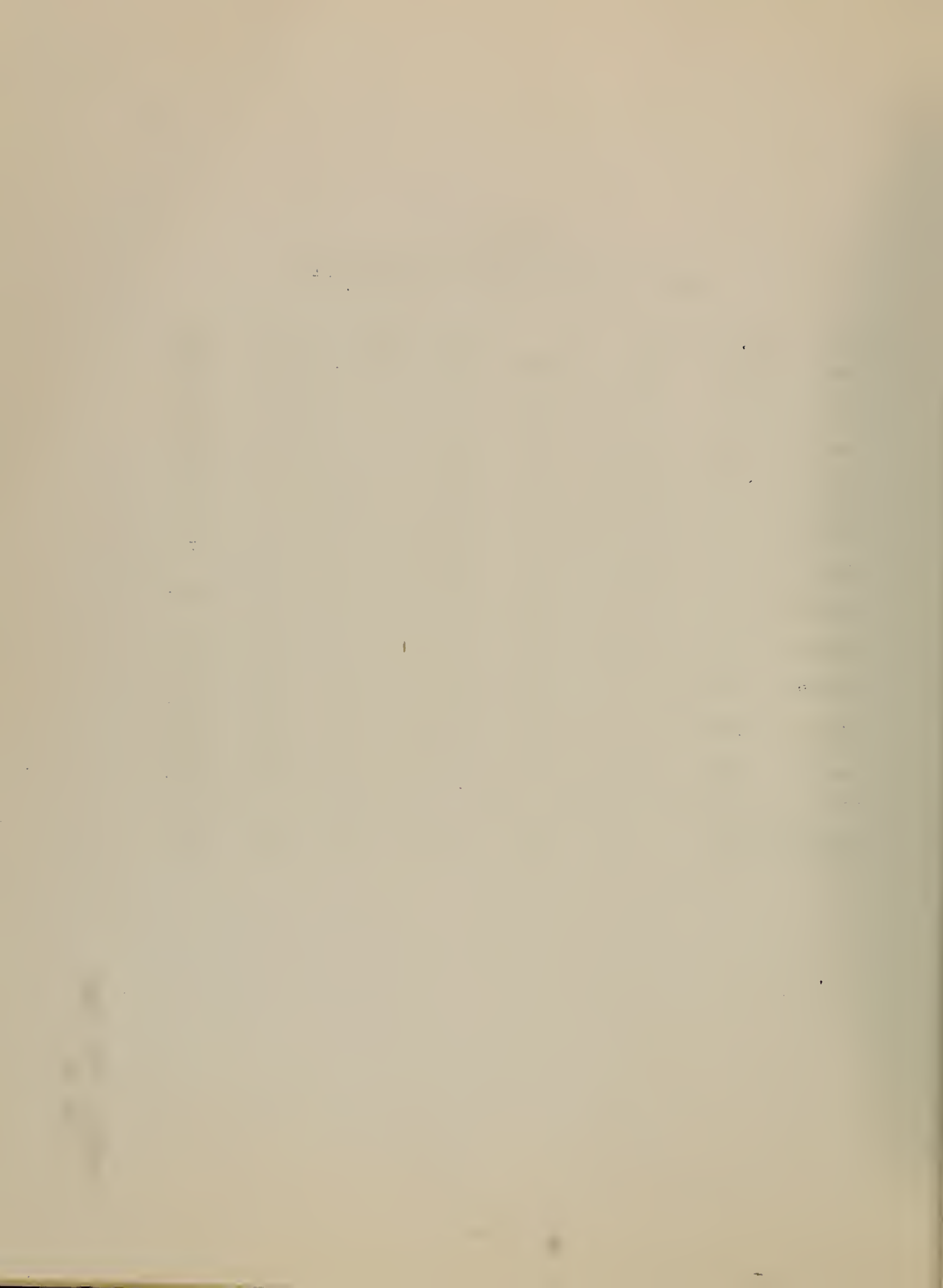
6. Discontinue, except in emergencies, the practice of using permanent Keepers for Saturday, Sunday and Holiday work. This recommendation is supported by the following data and is contingent upon the establishment of an adequate list of extra Keepers:

- a. This work must be paid for at the time and one-half overtime rate.
- b. 80% of all overtime worked by Keepers is on Saturdays, Sundays and holidays.
- c. On the basis of current statistical data, about 1,700 man hours of week-end and holiday overtime are worked annually. The potential saving here is the half-time portion, 850 man hours at about \$1.375 per hour, or \$1,169 per year.

TABLE VI.

AVERAGE DAILY POPULATION OF COUNTY JAILS

<u>Fiscal Year</u>	<u>No. 1 Men</u>	<u>No. 3 Women</u>	<u>Total</u>	<u>No. 2 Men</u>	<u>No. 4 Women</u>	<u>Total</u>	<u>Grand Total</u>
1939/40	166	42	208	566	45	611	819
40/41	163	30	193	574	46	620	813
41/42	168	33	201	671	44	715	916
42/43	185	42	227	574	56	630	857
43/44	191	53	244	420	60	480	724
44/45	174	47	221	351	36	387	608
45/46	172	49	221	377	52	429	650
46/47	185	38	223	431	50	481	704
47/48	187	39	226	454	53	507	733
48/49	177	34	211	514	39	553	764
Approximate Capacity	200	50	250	600	60	660	910



REVIEW OF PERSONNEL RECOMMENDATIONS

In reviewing the foregoing several recommendations in regard to personnel, it is believed that their accomplishment will clear up the conditions in the Civil Division which have been brought on by the 52.9% increase in work load of the past two or three years. Clerical bottlenecks will be broken, disbursements will be current and the Chief Clerk will have freedom to carry out his administrative and supervisory functions.

In addition to the above, the recommended handling of the Keeper situation contains a potential saving of about \$5,000 per year.

II. COUNTY JAILS

A. WORKLOAD

The San Francisco County Jails comprise four jails at two locations. County Jails No. 1 (men) and 3 (women) are at the Hall of Justice, while No. 2 (men) and 4 (women) are in San Mateo County. Each jail is a separate entity and has a separate custodial staff. At each location, meals are prepared at the men's jail and taken to the women's.

The primary function of these jails is to carry out court orders with respect to imprisonment and to maintain a sufficient degree of security. In addition, County Jail No. 1 provides or arranges transportation of felons to state prisons, and, at the direction of the Under Sheriff, assigns and provides relief and assistance for the Bailiffs at the Hall of Justice.

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In discussing work load imposed by keeping the jails and maintaining security, it is sufficient to say that the work load does not vary as long as the number of prisoners stays within certain wide limits. Due to the fact that prisoners are commonly segregated according to offense and other considerations, a low jail population does not mean that any specific area of a jail may be empty and thereby reduce the security requirements. In the past ten years, except for very short periods of overcrowding at County Jail No. 2, the work load of jails as far as security is concerned has remained constant. The question of whether or not the security provided has been adequate will be discussed later in this report.

The transportation of prisoners to state prisons as an element of work load may be considered as negligible since it is largely handled by Bailiffs of courts recessed in the afternoons, in much the same manner as mental patients are handled by the Bailiffs at City Hall.

The Sheriff, by law, must provide Bailiffs to the Courts as required. In the City and County of San Francisco, the Under Sheriff exercises supervision over all Bailiffs. At the City Hall, the assignment of Bailiffs is handled by him through the Chief Clerk and at the Hall of Justice and Juvenile Court through the Captain of the Watch at County Jail No. 1.

The latter constitutes an element of work load on the staff of County Jail No. 1. At the Hall of Justice there are four Municipal Courts. Each is assigned two Bailiffs and there is a women Bailiff serving all four. Each of three Superior Courts is assigned one Bailiff with a woman Bailiff serving all three as needed. The Juvenile Court is served by two men and one woman Bailiffs and there is in addition to all of the foregoing, one man Bailiff who serves where ever needed..



The manner in which this element of work load is imposed upon County Jail No. 1 is twofold:

1. Providing relief for Bailiffs absent for any cause.
2. Providing extra or additional Bailiffs as required by the Courts.

While the assigned numbers of Bailiffs seem ample, it must be remembered that these are all criminal courts, with the Bailiffs having responsibility for the security of prisoners. Since the removal of the courtroom cages recently, Bailiffs frequently have to have help in order to provide security when the number of prisoners is high. This relief and assistance must be provided from the uniformed Jailer force of County Jail No. 1, since uniformed Bailiffs are required in criminal courts.

As a somewhat extreme example, a recent murder trial at times required as many as four Bailiffs upon request of the Judge. Held in a Superior Court which had a normal staff of one Bailiff, it was reported that the seriousness of the offense, the public curiosity and the somewhat hysterical nature of some of the participants required two Bailiffs as an absolute minimum at all times and as many as four were required on some days. These extra Bailiffs had to be assigned either from other courts or from the uniformed Jailer force. The foregoing is cited as an example of the fact that the County Jail work load is affected by the requirements of the Courts for Bailiffs. This element of work load would be extremely difficult to measure, but definitely does exist.

Again, the matter of personnel required to accomplish the work load will be discussed in another part of this report.

Table VI, adjoining, shows the average annual jail population of recent years, which we compiled from the daily prisoner count at all jails, as maintained at County Jail No. 1.

A brief analysis of this table shows that only in one year, 1941/42, has the population of any of the jails been substantially in excess of its capacity.

In addition to that year, there have been a considerable number of individual months where this had been true. However, this condition has prevailed only one month in the past six years and both jails are now and have been for the past few years operating below capacity.

The foregoing discussion has been included as a picture of the general situation to be considered with the statement that low jail population does not measurably reduce work load, but population in excess of capacity does pose a serious security problem.

B. SECURITY

The information contained in the following discussion was gained from Captains of the Watch and Jailers on the job and from the Under Sheriff, who administers jail matters. Much of this information deals as much with day-to-day operating problems as with the security aspects per se.

1. County Jails No. 1 & 3

Security at the Women's Jail at the Hall of Justice, No. 3, seems adequate but not excessive.

The men's jail at Hall of Justice, No. 1, operates on a basis of three watches around the clock, 12:30 A.M. to 8:00 A.M., 8:00 A.M. to 5:00 P.M. and 5:00 P.M. to 12:30 A.M. For the purposes of this discussion, they will be referred to as the day watch and the two night watches.



5:00 PM to 12:30 AM Watch

Captain of Watch *

General supervision of Jail

3 Jailers (Detail & Relief)

Patrolling bridge (at all times) *

Guarding front of felony wing (at all times) *

Receiving prisoners, visitors, and attorneys and letting out
visitors and attorneys

Bringing prisoners from cells for attorneys' visits and
returning prisoners to cells after interviews ***

Keeping watch on prisoners and visitors in attorneys' cages ***

12:30 AM to 8:00 AM Watch

Captain of Watch *

General supervision of jail

2 Jailers (Detail & Relief)

Patrolling bridge (at all times) *

Guarding front of felony wings, censoring mail, answering
phone calls, etc. *

There are 2 Jailers (Relief) who with the Jailers (Detail & Relief) are assigned to cover the seventh day on those posts which must be manned seven days per week. Jailers and Captains of the Watch work a 6 day week.

PRESENT JAILER ASSIGNMENTS
COUNTY JAIL NO. 1

8:00 AM to 5:00 PM Watch

Captain of Watch *

General supervision of jail

Jailer (Front Office) *

Receiving and discharging prisoners ***
Maintaining jail records
Answering telephone to give information to law enforcement agencies
and other persons
Permitting persons authorized to enter and leave jail ***
Letting prisoners out and in from courts **

Jailer (Kitchen & Detail) *

Supervising trusties assigned to kitchen
Assisting at other posts

Jailer (Front Felony Wing) *

Keeping record of prisoners entering and leaving the wing
Searching prisoners entering and leaving the wing
Recording all monies received for inmates

Jailer (North Felony Wing) *

Assigning prisoners to cells ***
Maintaining order among prisoners during exercise period and at all
other times
Searching prisoners entering and leaving wing
Searching blanket rolls when issued and returned
Keeping record of prisoners entering and leaving wing

3 Jailers (Detail & Relief)

Patrolling front bridge (done 24 hours day, 7 days per week)
Watching visitors and prisoners in wing in area in front of felony
wing and in the attorney's and Prisoner's cages ***
Guarding entrance doors
Guarding south wing
Relieving and assisting Bailiffs of Hall of Justice when needed **
May assist Bailiffs in delivering and returning prisoners to and from
Municipal and Superior Courts **

* Posts which must be manned 7 days per week
** Not done when courts not in session
*** Less activity when courts not in session
A Reports on at 6:00 AM

Generally Superior Courts are not in session on Saturday and Sunday
and Municipal Courts are not in session on Saturday afternoon and Sunday

This jail (No. 1) probably does not lack in security from the escape point of view. However, during the daytime hours, it does seem to lack jailer personnel to properly carry out all its functions. The average staff during the day watch is from seven to eight men. Contra are the present assignments at County Jail No. 1. During the day, especially in the morning, prisoners are being brought in, released, transferred to No. 2, taken to court, returned from court, etc. All of these activities call for constant vigilance on the part of the jailers and a number of specific assignments. It is stated that one rather important element of jail-keeping is being to a great degree neglected. This is the frequent careful inspection and search of the cells, cell blocks and prisoners themselves. This takes the combined effort of several jailers and it is only seldom that enough jailers can be freed from other duties at one time to accomplish this inspection. The Captain of the Day Watch at No. 1 states that this search and inspection function is carried out at all major penal institutions such as Federal and State prisons. He quotes no written authority. The frequency of this procedure varies with the institution but averages about twice a month.

At the Hall of Justice the jailer force is the source of relief and/or assistance for Bailiffs, whatever the cause. The courts frequently request extra Bailiff service for several reasons. Superior Courts are assigned one regular Bailiff and whenever more than one prisoner is involved, an additional Bailiff is requested so that the regular Bailiff may be free to perform various tasks as required by the Judge.

Municipal Courts are regularly assigned two Bailiffs in consideration of the larger numbers of prisoners which usually appear at the same time in these

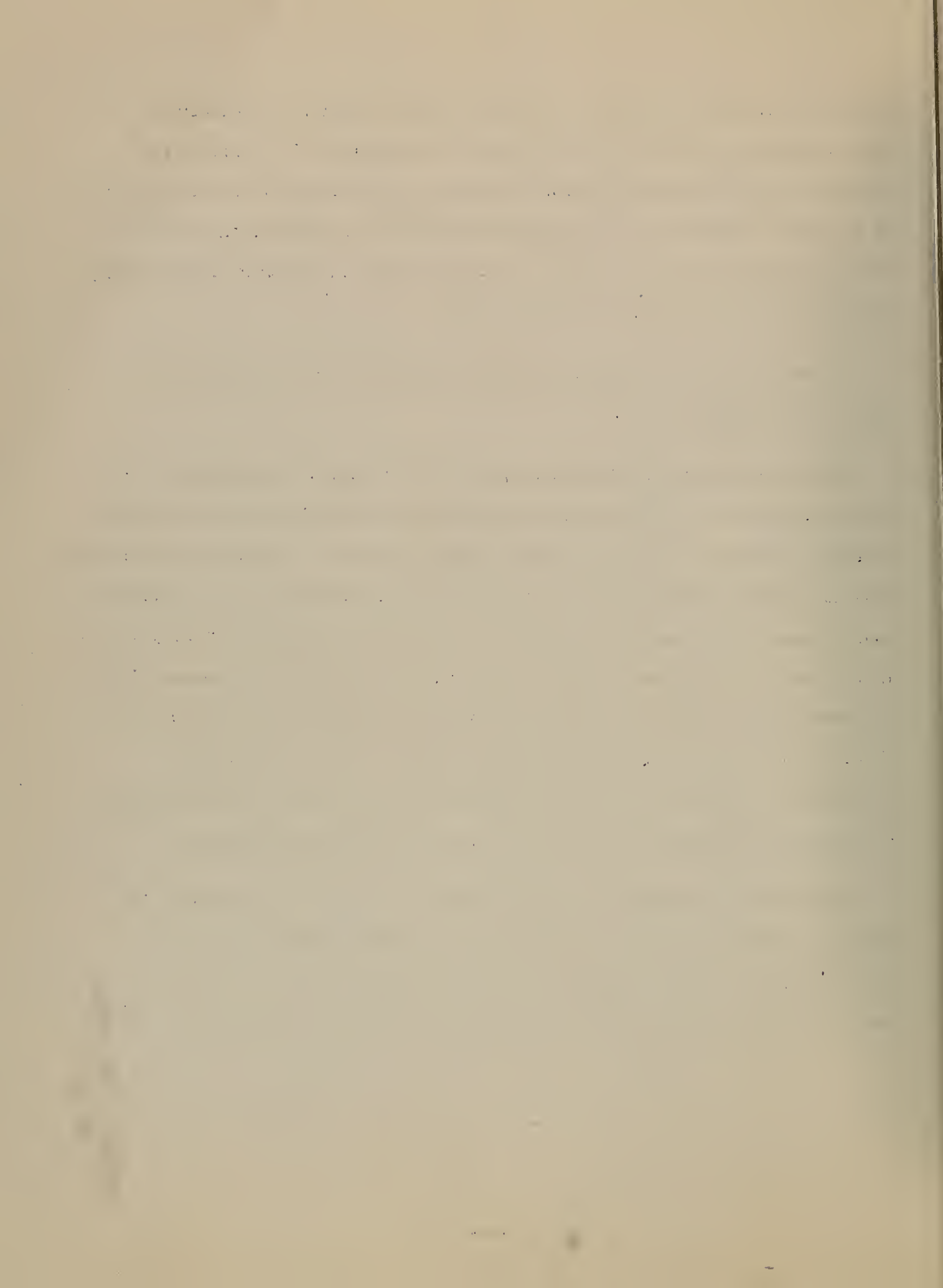


courts. Since the removal of the courtroom cages recently, the security of these prisoners is entirely in the hands of the Bailiffs. If a Bailiff is required to leave the courtroom for any reason, a replacement is usually requested of the jail. Since all of these replacements must be uniformed, they are provided from the regular jailer force, resulting either in temporary understaffing at the jail or in the hiring of extra jailers.

A need for additional daytime jailers is indicated and a recommendation will be made regarding this.

The two night shifts of jailers operate with a minimum of personnel. The 5:00 P.M. to 12:30 A.M. watch operates with only four men including the Captain. During this period, there is a certain amount of activity. South wing (non-felony) trustees are not locked up until about 8:00 P.M. when kitchen work is completed; some prisoners are received or released; prisoners are visited by attorneys, etc. In the event of any trouble within the cells from troublesome prisoners, sick prisoners, etc., an absolute minimum of three jailers should be available, two to go to the cell, one to remain outside the cage. In the event that a prisoner must be taken to the hospital or removed from the jail for any reason, a jailer must accompany him, leaving the jail temporarily short-handed.

The 12:30 A.M. to 8:00 A.M. watch operates with three men, including the Captain. Although there is less activity during this period, the above requirements for manpower apply, with the result that the jail can easily be seriously under-staffed if one man is required to be away for any reason.



Jail No. 2. - (Con'd)

5:00 PM to 12:30 AM Watch

Captain of Watch *

General supervision of Jail

2 Jailers (Night) *

Patrolling wings and enforcing security
Collecting and censoring out-going mail

12:30 AM to 8:00 AM Watch

Captain of Watch *

General supervision of Jail

Jailer (Night) *

Patrolling wings and enforcing security

There are 2 Jailers (Relief) who with the Jailers (Detail & Relief) are assigned to cover the seventh day on those posts which must be manned seven days per week. Jailers and Captains of the Watch work a 6 day week.

PRESENT JAILER ASSIGNMENTS
COUNTY JAIL NO. 2

8:00 AM to 5:00 PM Watch

Captain of Watch *

General supervision of jail

Jailer (Assignment Office) *

Receiving prisoners and preparing them for release
Assignment of quarters
Assignment of trustees
Custody of prisoners clothes and property
Supervising jail commissary store

Jailer (Front Gate) *

Receives visitors
Checks all prisoners into and out of jail grounds
Halts and searches all incoming and outgoing vehicles

Jailer (Front Office) *

Checks out and in all farmers and prisoners assigned to farming
Censors incoming mail
Registers visitors
Answers incoming telephone calls
Responsible for trustees assigned to office

Jailer (Kitchen & Basement) * - A

Supervising kitchen and trustees assigned thereto
Supervising preparation and distribution of inmates' breakfast
Supervising receiving room, tailor shop, cobbler shop, shoe room,
bathroom, barber shops, laundry, carpenter shop and paint shop
Assists assignment office Jailer in receiving room

2 Jailers (Wing) *

Maintenance of security and cleanliness of jail wings
Responsible for cleanliness of inmates and tiers and cells and
cleanliness and sufficiency of clothing and bedding

Jailer (Landscape) (Off Sunday)

Supervising trustees assigned to maintenance of grounds

2 Jailers (Detail)

Patrolling wing, gun deck and fence
Assisting in assignment office and wings
Transporting prisoners between Jails #1 and #2 and San Francisco
Hospital or other places as ordered by courts

In addition to their security duties, certain other duties are assigned to the two night watches. The 5:00 P. M. to 12:30 A. M. watch makes a daily check of commissary goods, checks the day's sales and makes up the daily summary. During this period, a considerable number of phone calls are received from various sources regarding prisoners. The 12:30 A. M. to 8:00 A. M. watch searches all prisoners' clothing after fumigation and answers occasional phone calls. South wing trustees are released at 6 A. M. for kitchen duty.

A need for more jailers during these periods is indicated and a recommendation will be made.

2. County Jails No. 2 & 4

Women's Jail No. 4 appears adequately staffed for any needs that may arise, but is not over-staffed.

The men's Jail No. 2, during the daytime hours, seems to lack sufficient jailer personnel to provide a desirable degree of security. The general feeling among the Jailers and Watch Captains is that trouble through escape, riot, or other cause has been avoided more through good luck than adequate personnel. The jail itself is large, having two wings of five tiers (floors) each, a large surrounding farm area fenced by an ordinary wire mesh fence and a large basement area devoted to storage, bathing facilities, barber shop, etc. Activity is constant during the day in all of these areas, with the usual receiving and releasing of prisoners, visiting hours, visiting attorneys, classes for prisoners, an alcoholic clinic, hospital area, etc. The available staff is hard put to keep proper vigilance over these many activities. There are eight men on duty during this watch Monday through Friday, nine on Saturday and ten on Sunday. Contra are the present assignments at County Jail No. 2. Here again it is seldom possible

1. The first part of the paper discusses the importance of maintaining accurate records of all transactions. This is essential for the proper management of the company's finances and for ensuring compliance with relevant regulations.

2. The second part of the paper describes the various methods used to collect and analyze data. This includes the use of statistical techniques to identify trends and patterns in the data.

3. The third part of the paper presents the results of the analysis. This shows that there is a significant correlation between the variables studied, and that the data supports the hypothesis that was tested.

4. The final part of the paper discusses the implications of the findings. This suggests that the results of the study could be used to inform decision-making and to develop new strategies for improving the company's performance.

5. The paper concludes by stating that the findings of the study are consistent with previous research in this area. This suggests that the results are reliable and that the study has contributed to the understanding of the topic.

6. The paper also acknowledges the limitations of the study. This includes the fact that the data was collected from a single source, and that the sample size was relatively small.

7. Finally, the paper suggests that further research is needed to confirm the findings and to explore the implications of the results in more detail.

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to make the periodic searches that seem to be required by good penal practice. Another activity that is curtailed to a large degree is the use of the recreation yard for ball games, etc. Use of this facility requires a minimum of three guards and it is seldom that these can be spared at one time. For those prisoners permitted to engage in the various farming activities, supervision and a nominal degree of security are provided by the three O-52 Farmers, who are deputized.

Summarizing, it appears that insufficient personnel is available to provide a desirable degree of security, to carry out the various daily functions of the jail and provide the recommended rehabilitation activities.

The two night watches have approximately the same general situations to deal with as do those at County Jail No. 1 with the following notable exceptions:

- a. A jail population at least double that of No. 1.
- b. A much larger jail area to be patrolled.
- c. One less jailer on each watch.
- d. Complete isolation from any agencies which might be of assistance in an emergency.
- e. An O-168.1 Operating Engineer (deputized) on each watch who might be of nominal assistance in an emergency.

It seems readily apparent that here again the personnel is insufficient to do the job in the best manner.

The fact that no serious trouble has ever occurred at this location is not sufficient evidence that security measures have been adequate. The barn door seems to be open.



3. General Discussion

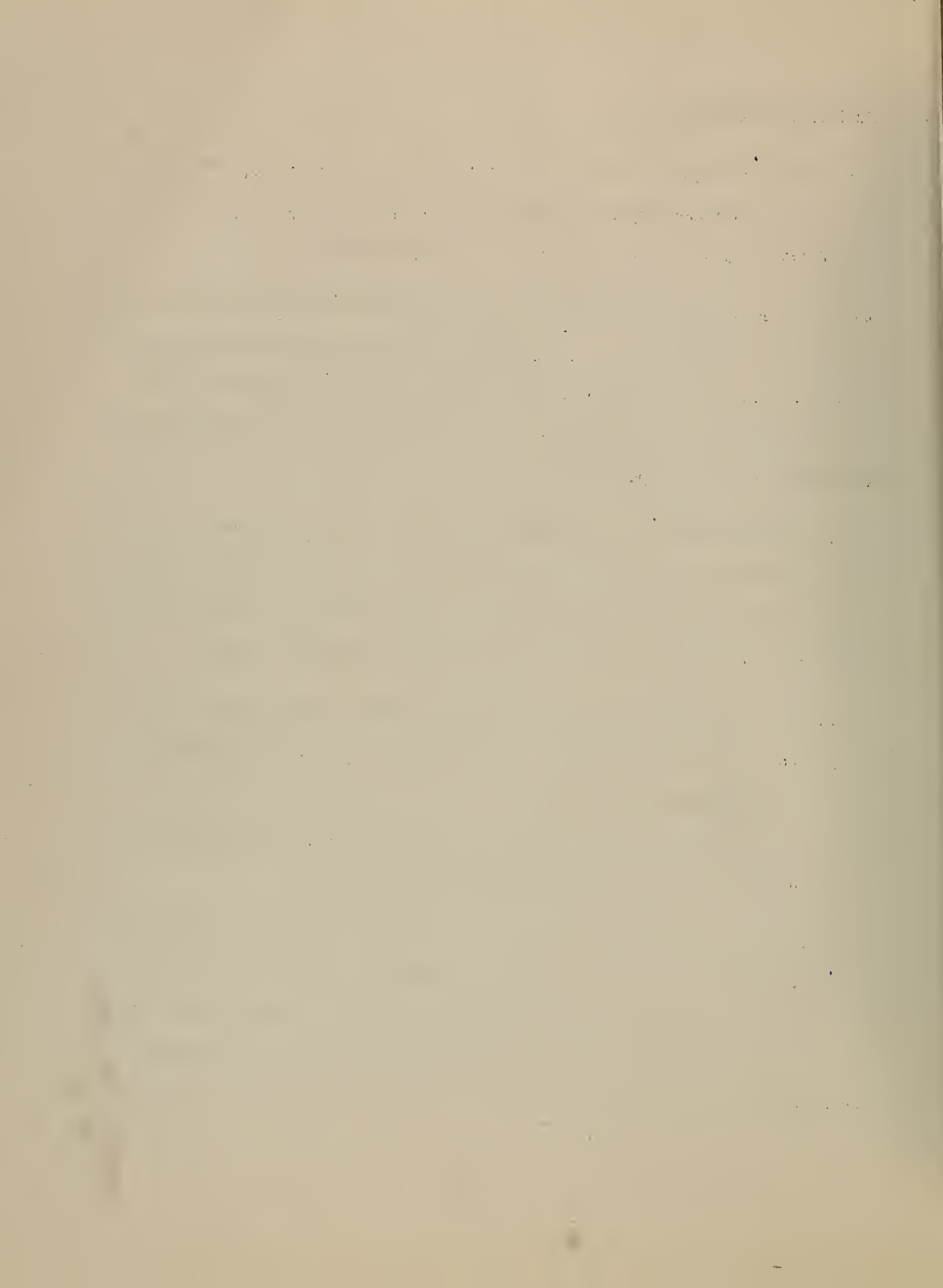
Present jailer manpower appears at a minimum. This is indicated by the fact that all jailer absences, however short or for whatever purpose must be replaced by temporary help, according to the Under Sheriff.

One need for temporary extra jailers, aside from the usual sick leave and vacation needs, is the guarding of felony prisoners at San Francisco Hospital when such prisoners are hospital cases. Three jailers are needed for each day of this type of assignment. For the calendar year 1949, approximately 600 man days were used for this purpose.

In connection with the discussion of guarding felony prisoners at San Francisco Hospital, it would be well to note that a previous study of this matter, completed early in 1949, resulted in the securing of an opinion from the City Attorney which contained the following two important points:

- a. The Police Department must furnish necessary guard or guards for prisoners removed from the city jail to the hospital for a period not in excess of 48 hours.
- b. The respective security duties of the Sheriff and Police Department may not be delegated or interchanged between them.

It is stated by the Under Sheriff that at least to date the guarding of prisoners is being carried out in the same manner as it always has been, i.e., the Police Department guards its own prisoners until they are held over for trial or released by the Municipal Courts, whether the time in the hospital is in excess of 48 hours or not.



This information is included to indicate a possible source of increased guarding of prisoners at the hospital by the Sheriff if the Police Department chooses to invoke the 48 hour limitation.

If jailer manpower, is, as has been discussed, at a very minimum, there is no personnel whatsoever to absorb even the normal day to day absences. This results in a highly unpredictable need for temporary extra jailers and makes accurate budget preparation difficult.

A moderate increase in personnel at the jails would provide a staff which could function without extra personnel except in emergencies or in the event of prolonged absence.

C. RECOMMENDATIONS

1. That eight (8) permanent D-60 Jailer employments be created. These should be distributed four to each jail, two to each day watch and one to each night watch.

It should be clear that these employments are primarily recommended for the purpose of better accomplishment of day to day work at the jails, providing relief for absences, vacations, and sick leave, allowing some manpower for guarding felonies at San Francisco Hospital and for providing additional Bailiiff service as is frequently required at the Hall of Justice since the removal of courtroom cages. Additional security will also be provided.

The initial cost of the above recommended Jailers will be \$24,960 per year from which may be deducted approximately \$19,200 which should be saved in temporary salaries, leaving a net additional annual



expenditure of \$5,760. It is believed that at least 80% of all temporary Jailer cost can be saved by this move. This, for the calendar year 1949, amounts to the aforementioned \$19,200.

2. As has been stated in the foregoing, the recommendations have not been based entirely on the need for additional personnel from the purely security point of view. It is therefore recommended that at some time in the near future an opinion be obtained from a competent penal administration authority as to the purely security aspects of the San Francisco County Jails.

III. OTHER PERSONNEL OF THE SHERIFF'S DEPARTMENT

The following is a general discussion of those personnel who are not directly involved in those functions of the Sheriff's Department which have been previously discussed.

A. BAILIFFS

Heretofore, Bailiffs have been frequently mentioned but only in connection with their effect on other positions.

There are forty-one (41) permanent D-2 bailiffs and one D-5 Detention Hospital Bailiff in the Sheriff's Department. In general, Bailiffs are assigned to attend upon the Courts and so take their orders and duties directly from the Court. Free time when Courts are not in session or recessed is used by assigning Bailiffs to accompany patients and prisoners to state institutions. There is very little requirement for temporary extra Bailiffs. The exception to this is the use of extra matrons when more than one woman is required to accompany mental patients.

There is one considerable item of Bailiff overtime. This is the overtime attendant upon over night trips to Southern California institutions. These trips average about one per week with about 15-18 hours overtime and are handled by City Hall Bailiffs exclusively.

Analysis of this element of overtime reveals the following facts:

1. The trips are made at night after the Bailiff's regular working day is completed.
2. The trips are made at night by rail to allow arrival at Lancaster (almost all trips which require overtime are to Lancaster) during the morning hours when prisoners may be processed into the institution. It is stated that prisoners will be accepted only during the day.
3. Trips could be made by auto in the daytime without overtime. This, however, entails additional hotel and meal expense and causes the Bailiff to be absent from his regular duties for two days instead of one as in the case of the night trips.
4. Day trips by rail would arrive during the night and cause a housing problem for both prisoners and attendants.

In general, the number of Bailiffs now assigned to the Courts appears adequate. Upon occasion, a Court or Courts may be temporarily inconvenienced by the fact that a Bailiff or Bailiffs are on trips. When it is necessary to replace Bailiffs at City Hall, Keepers are used. They (the Keepers) sometimes object to this duty on the grounds that the Bailiff job is not promotive from the Keeper group.

B. ELEVATOR OPERATORS

There are two G-52 Elevator Operators at County Jail No. 1. They are necessary to the operation of the jail and cover 12 hours per day 7 days per week with the assistance of an extra man for Sundays.

C. COOK AND JUNIOR CHEF

There is an I-12 Cook at County Jail No. 1 and an I-14 Junior Chef at County Jail No. 2. These positions handle the entire burden of planning and preparing meals for the jails and supervising the work of inmate help. They are deputized.

D. CHAUFFEURS

There are three O-1 Chauffeur employments, all deputized and all of which seem to be required. One Chauffeur is assigned to each County Jail to drive the van and station wagon in carrying prisoners back and forth as necessary. The third chauffeur is occupied almost full time in driving a station wagon to various nearby mental institutions delivering patients to them. These trips are a daily occurrence.

E. FARMERS

There are three O-52 Farmers. They plan and supervise the crop and livestock raising activities at County Jail No. 2, as well as supervise and provide nominal security for the prisoners assigned to farm work. They are deputized.



F. OPERATING ENGINEERS

There are three O-168.1 Operating Engineers whose duty it is to operate and maintain the power plant at County Jail No. 2. The Operating Engineers also are deputized.

G. The question of jail superintendence is not considered here because litigation on this subject still is pending in the courts; therefore this is at present a legal, not an administrative matter.

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UNION CREDIT COMPANY

830 Market Street, San Francisco 2, California - EXbrook 2-6338

February 13, 1950

Mr. Val King
City Hall
San Francisco, California

Dear Sir:

The enclosed official communication is sent on separate letterhead on behalf of Collection Agencies throughout the State of California.

It is my personal understanding that there has not been any increase in the personnel of the San Francisco Sheriff's office for over four years although the number of Writs has increased approximately forty percent in that period of time.

Returns and disbursements on Writs are remitted all the way from six weeks to six months after the money is recovered by the sheriff as well as deposits, keeper fees, etc.

Other counties throughout the State make their remittances within eleven days without exception.

Your cooperation will be sincerely appreciated.

Yours truly,

UNION CREDIT COMPANY

by /s/ Lester T. Goldmeyer

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JULIAN H. ALCO
2147 Union Street
San Francisco, California

April 6, 1950

Mayor Elmer E. Robinson
City Hall
San Francisco, California

Dear Mr. Mayor:

In reference to your request that I make a survey of the proposed budget requirements of the Sheriff's Department of the City and County of San Francisco and also the Youth Guidance Center, I am herewith handing you said findings.

I am glad to report that your office, Mr. Ososke, Chief Probation Officer, and his staff and the sheriff's office have been most cooperative in supplying figures and data.

In view of the urgency and with the desire to supply you with the most accurate resume with these budget requirements, I was fortunate in securing, on my own responsibility, the services of Messrs. L. M. Osborne and V. Stockfleth, Management engineers, to analyze the elements of cost in relation to present personnel and personnel requirements for the year 1950-51.

Due to the limitation of the time element in preparing this report, it was impossible to go into as deep a study as the situation required, but I feel that the figures attached will be helpful in evaluating the personnel requirements. In addition to many conferences, a physical survey was made of the new and old Youth Guidance Center.

I wish to thank you, Mr. Mayor, for the opportunity of rendering this service to our city, and I am deeply grateful to Messrs. L. M. Osborne and V. Stockfleth for the meritorious service which they rendered.

Very truly yours,

/s/

JHA:es

Julian H. Alco

Report attached

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SHERIFF'S DEPARTMENT

Our analysis of the present operations in this department together with the proposed operations and requirements have disclosed to us that the department proposes several additions to their present systems and procedures. We were gratified to learn that they anticipated setting up a perpetual inventory system as it is seriously needed. In this connection, we want to emphasize the need for also setting up a requisitioning system in order to provide an accurate check of materials issued and also to enable the clerk to correctly maintain postings.

We can't help but feel that the references made by the Sheriff's Department to their requirements for budget records is important. In this connection, however, they do want to stress the need for not only showing of expenditures against the Department of Appropriation, but also to maintain a record of commitments as an additional safeguard. No doubt by having someone do this work, it will save considerable time throughout the year for the heads of the departments.

We believe that the request for the additional personnel for this civil department have been set up on a reasonable basis, and therefore, recommend the allowance for same.

The question of security as outlined in the Sheriff's request is justifiable, especially when dealing in the uncertain human equation that could be most embarrassing or serious if custodial care was not sufficient.

JHA:es

/s/ Julian H. Alco



